



ORIGINAL

EX PARTE OR LATE FILED

July 17, 1996

William S. Caton  
Secretary  
Federal Communications Commission  
1919 M St., N.W., Room 222  
Washington, DC 20554

Re: Notification of *Ex Parte* Contact in CC Docket 95-185

Dear Mr. Caton:

The Personal Communications Industry Association ("PCIA") hereby notifies the Commission of an *ex parte* contact in the above referenced docket. On July 16, 1996, Robert Hoggarth and Robert Cohen of PCIA, Mike Senkowski of Wiley, Rein & Fielding, and Judith St. Ledger-Roty representing Paging Network, Inc. ("PageNet") met with Larry Atlas, Kathy Franco, and Matthew Warren of the Common Carrier Bureau to discuss the attached materials, which were developed by PageNet.

Should any questions arise concerning this notification, please contact Robert Hoggarth at (703) 739-0300.

Sincerely,

Robert L. Hoggarth  
Vice President - Paging and Narrowband

cc: Larry Atlas  
Kathy Franco  
Matthew Warren

Enclosures

**MESSAGING CARRIERS ARE ENTITLED TO COMPENSATION,  
INTERCONNECTION AND TELEPHONE NUMBERS  
UNDER A FEDERAL PARADIGM**

**PROCEDURAL BACKGROUND**

The FCC has before it two proceedings dealing with co-carrier compensation and, more generally, interconnection. Docket No. 95-185 considers compensation for wireless carriers. The Notice of Proposed Rulemaking ("NPRM") in this Docket also considers issues relating to the adequacy and pricing of interconnection of wireless carriers to the public switched network. Docket 95-185 was instituted in accordance with the FCC's authority under Section 332 of the Communications Act, as amended in 1993. (The 1993 revisions to the Communications Act set out a national wireless framework, including the preemption of state wireless rate regulation.)

Docket No. 96-98 was instituted to implement the Telecommunications Act of 1996. This Act removes state and local barriers to local exchange competition and lifts the Consent Decree prohibitions on BOCs provision of long distance and manufacturing. Included in the new Act are provisions giving the states broad authority over interconnection and compensation implementation for telecommunications carriers. The 1996 Act also grants to the FCC exclusive jurisdiction over the North American Numbering Plan (governing the allocation of telephone numbers), but expressly grants the FCC authority to delegate that jurisdiction to the states.

There are five issues of specific interest to messaging carriers under consideration by the FCC in these two proceedings:

**ISSUE 1:** Given the 1996 Act, the scope of the FCC's authority to deal substantively with issues of compensation and interconnection and, conversely, the degree to which the states have authority over compensation and interconnection.

**ANSWER:** The FCC continues to have authority over the amounts charged by the CMRS providers (including messaging, cellular and personal communications service) under Section 332 (c)(3) of the Omnibus Reconciliation Act. Section 332(c)(3) of the Act expressly preempts any authority of state or local governments to regulate any rates charged by CMRS providers, including those charged by CMRS providers to LECs for use of CMRS facilities for call termination. Nothing in the 1996 Act overrides this express prohibition on state regulation of CMRS rates charged for use of its facilities.

**FCC DETERMINATION NEEDED:**

The FCC has jurisdiction over the rates charged to LECs for interconnection under both Sections 332(c)(3) and Section 201 of the Communications Act. Section 251 et seq. does not deprive the FCC of jurisdiction over CMRS providers' interconnection.

**ISSUE 2:** The degree to which wireless carriers in general, and messaging carriers in particular, are entitled to compensation for termination of LEC traffic, and the level of compensation to which they are entitled.

**ANSWER:** Messaging carriers are entitled to compensation. For an average 15-second messaging call, compensation to the messaging carrier should be in the range of .0065¢/call. This is based on use of LEC costs as a surrogate, derived from LEC access cost studies. The cost basis is divided into call set up and duration. For call set up the cost is \$.005/call, and duration costs equals \$.006/minute. Assuming a 15-second average call length, the costs

would be \$.0065/call. Assuming a 30-second call average length, the costs would be \$.008/call.

Those opposed to compensation for messaging carriers argue that, unlike two-way service providers, messaging carriers offer a one-way only service, and should be required to pay for all of the costs associated with the costs of getting the call to the messaging device. This argument fails to recognize that the switching functions for which messaging carriers seek compensation terminate the LEC subscriber's call and thus are the LEC's responsibility, and in every other co-carrier circumstance now contemplated, will be paid for by the LEC who routes the call to the terminating switch. The LEC already has been paid for a completed call by its local exchange subscriber (including switching and call termination now provided by competitive carriers), and thus, failure to pay compensation equates to over-recovery by the LECs. Call revenue to the LEC remains the same, whereas expenses have gone down because they are now incurred by the competitive provider.

**FCC DETERMINATION NEEDED:**

The FCC needs to clearly reaffirm long-standing co-carrier principles:

- A carrier must be paid for the use of its network.
- Messaging carriers are entitled to termination compensation.

The handling of LEC-originated and/or routed calls by messaging carriers is equivalent to that of independent or the competitive LECs, to whom LECs route calls. This compensation entitlement is not dependent on the degree to which the messaging carrier itself originates traffic and routes it over LEC facilities.

**ISSUE 3:** The terms and conditions under which messaging carriers are entitled to interconnection.

**ANSWER:** CMRS providers should only pay a proportion of the transmission facility between the LEC end office and the CMRS provider MTSO, and that proportion should be based on the relative, directional use of the traffic going over the transmission facility. In the one way messaging context, calls originate from LEC premises so the LEC would pay. In the two way environment, both carriers would pay based on the percentage of directional use.

Arguments against this approach suggest that this transmission facility equates to an entrance facility of the IXC's, which is paid for by the IXC's. But CMRS providers are not IXC's. They are co-carriers, with local service areas that encompass the same (or more) of the same geographic areas of the LEC's to whom they interconnect. Co-carriers, even those whose service areas do not overlap but intersect, have jointly paid for interconnecting facility based on usage. There is no circumstance, except in messaging, where the co-carrier has been forced to absorb all of the costs.

**FCC DETERMINATION NEEDED:**

CMRS providers should only pay a proportion of the transmission facility between the LEC end office and the CMRS provider MTSO, and that proportion should be based on the relative, directional use of the traffic going over the transmission facility

**ISSUE 4:** Whether CMRS providers should be required to pay for obtaining and using telephone numbers.

**ANSWER:** The messaging carriers pay exorbitant rates for installing codes of telephone numbers to some telephone companies. Moreover, they pay substantial recurring charges for telephone numbers in many jurisdictions even though there are no recurring costs to the LEC's. The new co-carriers, CLECs, are correctly not being assessed these charges; and it is both unreasonable and unreasonably discriminatory to assess them to wireless carriers.

**FCC DETERMINATION NEEDED:**

The FCC should conclude that wireless carriers are not required to pay any recurring or non-recurring charges for telephone numbers since all facilities-based carriers have to load and maintain telephone numbers in their switches..

**ISSUE 5:** The extent to which the FCC delegates jurisdiction over the assignment of telephone numbers to the states.

**ANSWER:** Where area codes exhaust, the FCC must grant to the states the ability to choose which form of relief is appropriate, consistent with the FCC's guidelines as already spelled out. However, the FCC should also set forth timeframes under which the states must consider these issues in order to assure a timely decision.

**FCC DETERMINATION NEEDED:**

The FCC must retain jurisdiction to assure the timely availability of telephone numbers -- that is, that numbers are allocated in sufficient time to assure that no rationing, no diminution of available numbers, takes place. In this regard, the FCC should specifically set forth timeframes under which the states must consider these issues, and include a default mechanism which keeps numbers flowing in the absence of a state commission determination.

**Paging Network, Inc.**

**PAGENET IS THE NATION'S AND THE WORLD'S  
LARGEST  
MESSAGING CARRIER**

**OVER 4 BILLION CALLS PER YEAR  
DOMESTICALLY  
7.4 MILLION CUSTOMERS**

## **Paging Network, Inc.**

### **ONE-WAY MESSAGING SERVICES OFFERED BY PAGING CARRIERS**

**Traditional Numeric Paging  
Alphanumeric  
VoiceNow ("voicemail on  
your belt")  
Wireless Fax  
Wireless Data  
Credit Card Verification**

### **ONE-WAY MESSAGING SERVICES OFFERED BY OTHER WIRELINE & WIRELESS NETWORKS**

**Caller ID  
Answering Machines  
Voicemail  
  
Fax  
Data  
Credit Card Verification**

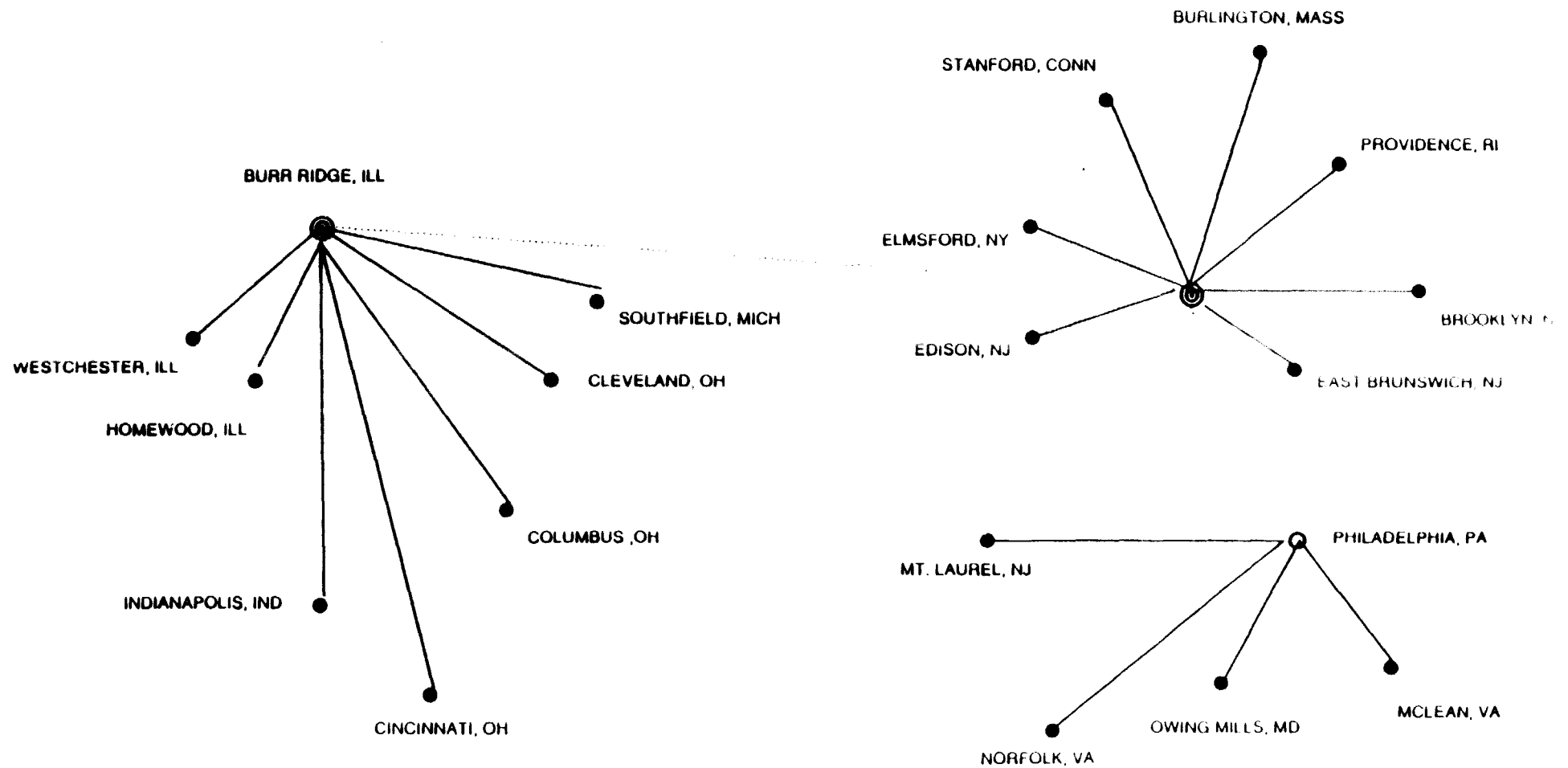


**MESSAGING TRAFFIC INCREASINGLY  
PREDOMINANTLY INTERSTATE**

- ♦ **900 MHz NATIONWIDE, REGIONAL FREQUENCIES**
- ♦ **900 MHz NARROWBAND FREQUENCIES NATIONWIDE, REGIONAL**
- ♦ **931 MHz COMMON CARRIER FREQUENCIES TO BE AUCTIONED, MOST LIKELY, ON MTA BASIS - SYSTEMS ALREADY REFLECT MTA OR GREATER GEOGRAPHY**

DIAGRAM 1

ILLUSTRATIVE DIAGRAM OF  
PAGENET INTERSTATE NETWORK



**Paging Network, Inc.**

**CRITICAL NEED FOR FCC TO ESTABLISH &  
IMPLEMENT INTERCONNECTION AND  
COMPENSATION PRINCIPLES FOR MESSAGING TO  
CURTAIL SYSTEMIC INTERCONNECTION FLAWS**

## **CURRENT PROBLEMS**

- ◆ **INCONSISTENT AND ARBITRARY TREATMENT AMONG LECs**
- ◆ **MESSAGING CARRIERS TREATED LIKE END USERS, NOT CARRIERS**
- ◆ **TREATMENT INFERIOR TO THAT OF OTHER CARRIERS**

## **RESULTS**

- ◆ **OVERCHARGES TO MESSAGING CARRIERS**
- ◆ **COMPETITIVE DISADVANTAGE FOR MESSAGING-ONLY**

**Paging Network, Inc.**

**PAGING CARRIERS ARE SUBJECT TO WIDELY  
VARYING RECURRING LEC CHARGES**

**Per-Block of 100 Telephone LEC End Office Numbers**

<b>BellSouth</b>	<b>\$ 0.50/month</b>
<b>PacBell</b>	<b>\$ 0.50/month</b>
<b>US West</b>	<b>\$15.00/month</b>
<b>SNET</b>	<b>\$52.00/month</b>

**THE FCC NEEDS TO CLEARLY REASSERT LONG-STANDING  
CO-CARRIER PRINCIPLES PROMOTING COMPETITION  
FOR BENEFIT OF CUSTOMERS**

- ♦ **A CARRIER MUST BE PAID FOR THE USE OF  
ITS NETWORK**
- ♦ **PAYMENT SHOULD BE BASED ON  
DIRECTIONALITY (TERMINATING  
COMPENSATION)**
- ♦ **PAYMENT OF COMPENSATION MUST APPLY  
TO ALL CARRIERS**

**CO-CARRIERS INCLUDE:**

- ♦ **LECs**
- ♦ **CLECs**
- ♦ **INDEPENDENTS**
- ♦ **CMRS**
  - **Cellular**
  - **Messaging/Paging**
  - **ESMR**
  - **Other**

**APPLICATION OF POLICY CONSISTENTLY  
APPLIED, TRANSLATES INTO:**

- ◆ **Facility Paid For Based On “Proportionate Use”**
- ◆ **There Should Be No Charges To Wireless Carrier For inter-Carrier Trunk Facility Between LEC And MTSO If 100% Of Traffic From LEC To Wireless Carrier**
- ◆ **Example: Bell Atlantic Cellular Tariff Charges Cellular Carrier For Mobile-To-Land But Not Land-To-Mobile**
  - ◇ **Bell Atlantic Refuses To Give PageNet Same Terms**



**Paging Network, Inc.**

**CHARGES TO MESSAGING CARRIERS FOR  
FACILITIES BASED ON OTHER THAN  
PROPORTIONATE USE IN EACH DIRECTION  
IS AN UNREASONABLE PRACTICE UNDER  
SECTION 201 OF THE COMMUNICATIONS ACT**

**Paging Network, Inc.**

**COMPENSATION TO MESSAGING CARRIERS  
FOR TRAFFIC TERMINATED  
OVER THEIR NETWORKS**

**EXAMPLE:**

**NYNEX Offering Compensation To Cellular For Calls  
Terminated Over Cellular Career Networks**

**NYNEX Pays CLECs For All Calls Terminated  
Over CLEC Network**

**NYNEX Pays Independent LECs For Calls  
Terminated Over Their Networks**

**NYNEX Refuses To Pay Messaging Carriers  
For Calls Terminated Over Their Networks**

**Paging Network, Inc.**

**CHARGES BY CMRS CARRIERS TO LECs FOR USE  
OF CMRS FACILITIES ARE RATES**

**SECTION 332 PROHIBITS STATES FROM  
SETTING THESE RATES**

**(LECs WOULD LIKE TO PRETEND THAT THESE  
CHARGES ARE DISCOUNTED OFF LEC  
SERVICES)**

**Paging Network, Inc.**

**FACT THAT LECs ARE ATTEMPTING TO  
DETERMINE INTERCARRIER RATES PAID TO  
WIRELESS CARRIERS (COMPENSATION RATES)  
POINTS UP GROSS, ONGOING LEVERAGE  
IMBALANCE;**

**FCC ARTICULATION OF COMPENSATION  
REQUIREMENTS NEEDED TO OFFSET IMBALANCE  
IN LEVERAGE**

**FAILURE OF LECs TO PAY MESSAGING CARRIERS  
FOR USE OF MESSAGING NETWORK**

- ♦ **UNREASONABLE PRACTICE UNDER SECTION 201(b)**
- ♦ **UNREASONABLY DISCRIMINATORY PRACTICE UNDER SECTION 202(a) TO EXTENT THAT PAY CELLULAR, PCS, CLEC, INDEPENDENTS FOR TRAFFIC THAT TERMINATES OVER THEIR RESPECTIVE NETWORKS**

## **RECOMMENDED RATE**

### **BASIS**

- ♦ **USE PER-CALL RATE BECAUSE PAGING TRAFFIC UNIFORM**
- ♦ **SIMPLICITY**
- ♦ **USE LEC COST AS SURROGATE**
- ♦ **DERIVE FROM ACCESS COST STUDY - AVAILABLE, CONSISTENT**

### **COST BASIS**

- ♦ **SET UP COST** **\$.005/CALL**
- ♦ **DURATION COST** **\$.006/MINUTE**

### **RESULT**

- ♦ **ASSUMING 15-SECOND AVERAGE LENGTH:** **\$.0065/CALL**
- ♦ **ASSUMING 30-SECOND AVERAGE LENGTH:** **\$.0080/CALL**

**NATIONAL POLICIES**

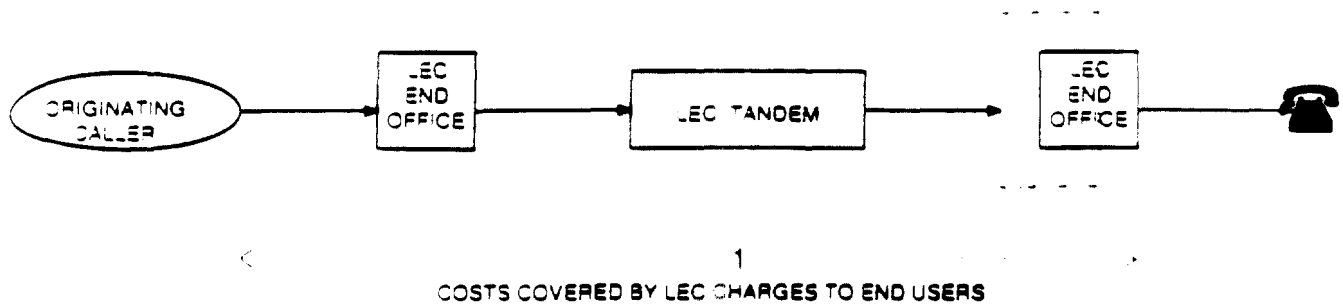
♦ **COMPENSATION**

♦ **EFFICIENT CONSISTENCY**

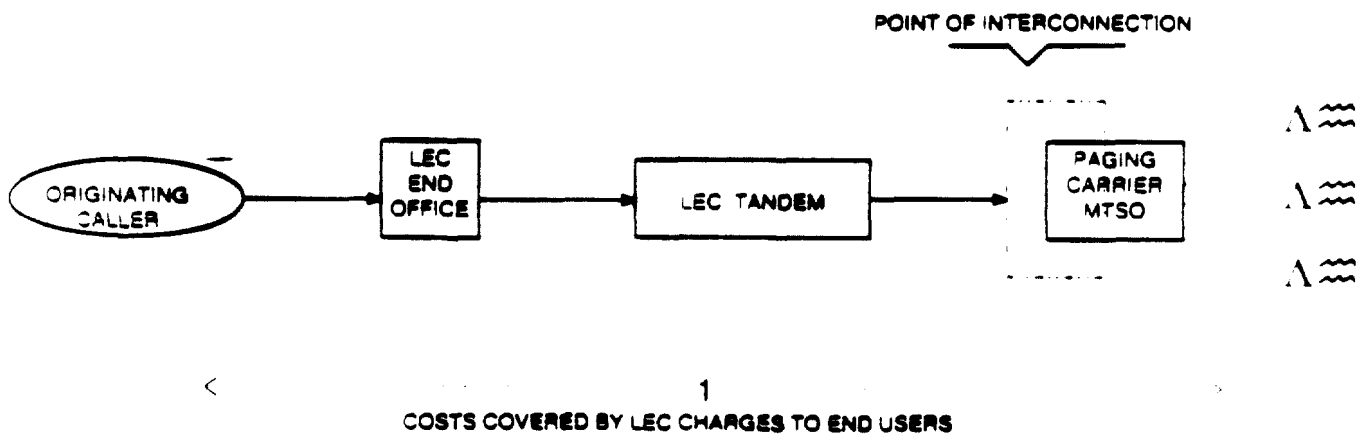
♦ **PRO-COMPETITION**

## CALL ROUTING AND COST COVERAGE BY LEC

### LEC-PROVIDED TERMINATION -- LOCAL CALL



### PAGING CARRIER TERMINATION -- LOCAL CALL

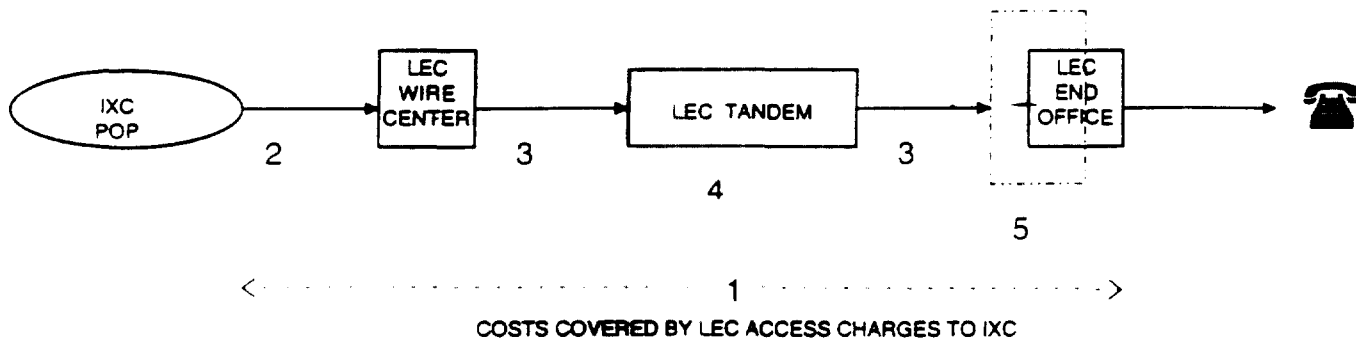




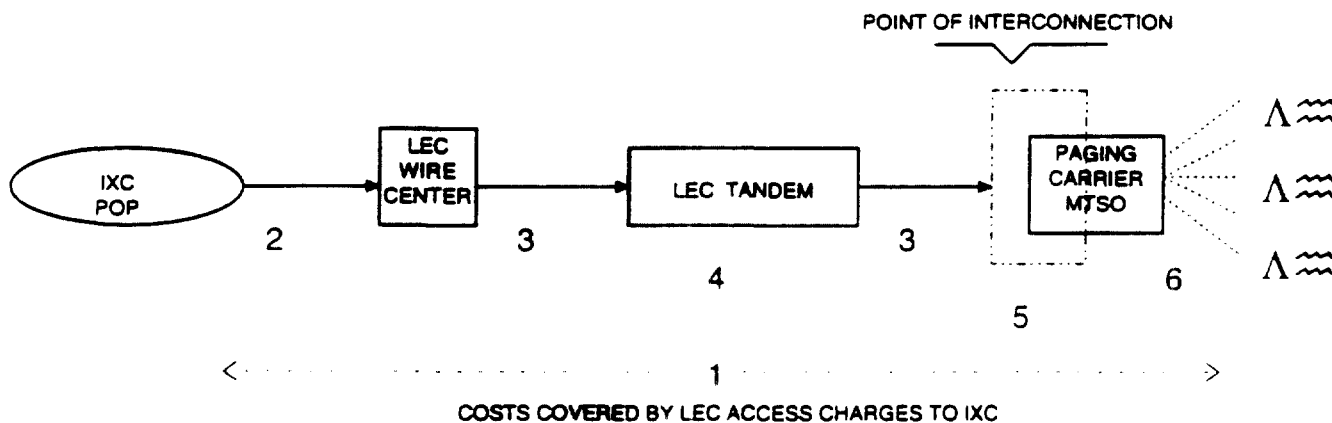
1 = LEC Basic Local Service Flat Rate

## CALL ROUTING AND COST COVERAGE BY LEC

### LEC-PROVIDED TERMINATION – LONG DISTANCE CALL



### PAGING CARRIER TERMINATION – LONG DISTANCE CALL



- 2 = LEC Entrance Facility
- 3 = LEC Tandem Switched Transport
- 4 = LEC Tandem Switching
- 5 = LEC Terminating Local Switching
- 6 = Paging Carrier switching and local transport functions and charges